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SUMMARY RECORD OF THE 12th MEETING

Held at the Palais des Nations, Geneva,
on Tuesday, 5 May 1992, at 10 a.m.

President: Mr. BREITENSTEIN (Finland)

CONTENTS

United Nations Population Fund (continued)

Annual report of the Executive Director for 1991 (continued)

Successor arrangements for agency support costs (continued)

Guidelines on national execution (continued)

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CONTENTS (continued)

Periodic report on evaluation (continued)

Collaborative programming activities of UNICEF and UNFPA

Work plan for 1993-1996 and request for programme expenditure authority

Status of financial implementation of Governing Council-approved country programmes and projects

The meeting was called to order at 10 a.m.

UNITED NATIONS POPULATION FUND (agenda item 7) (continued)

Annual report of the Executive Director for 1991 (DP/1992/24, parts I, II and III; DP/1992/25, 31 and 32) (continued)

1. Mr. BROUWERS (Netherlands) said that the Executive Director of UNFPA was right to pay increasing attention, in the Fund's activities, to the close relationship between population and environment. Population growth was not usually the direct cause of environmental degradation but it was certainly a contributory factor. UNFPA's input into the preparations for the United Nations Conference on Environment and Development (UNCED) was thus particularly useful. It was important, however, that awareness of the linkages between population variables, poverty, environment and development should not be diluted at that Conference for the sake of political opportunism. On the contrary a meaningful consensus should emerge on population, the environment and development which, under UNFPA's influence, should then provide the momentum needed for preparations for the 1994 Conference on Population and Development.

2. With regard to UNFPA's mid-term operational strategy, the report before the Governing Council (DP/1992/31) contained an analysis of the evolution of the mandate of UNFPA and the consequences for its activities, its resources and its organization. UNFPA should build up the knowledge and the capacity required to make the developing countries self-sufficient in policy formulation and implementation. It should also promote awareness of the economic and environmental consequences of population growth and of the detrimental effects which high fertility could have on the health of mothers and children. The Fund should certainly, therefore, give some priority to sexual behaviour and family planning. With regard to the role of UNFPA, his delegation endorsed the proposed priorities in paragraphs 17 and 18 of the report, but sought clarification as to which programme categories would receive less attention. It was still appropriate to give priority to family-planning services in the interests of both women and adolescents. However, the Fund should not limit itself to that area; it should increase its support for activities for women, population and development, for which over 8 per cent of all assistance in 1992 and beyond had been targeted. With regard to UNFPA's organizational changes and its quantitative and qualitative staffing requirements, the delegation of programming authority to the field, the emphasis on national execution and the creation of technical support teams should enable UNFPA to carry out its tasks in a more effective way.

3. The AIDS pandemic would have a strong influence on mortality rates and development in the 1990s. Since family planning and AIDS were both closely linked to sexual behaviour, it was appropriate for UNFPA to contribute to the campaign against AIDS. In that connection, the Fund should base itself on the Global Strategy on AIDS drafted by WHO, which was about to be revised by the World Health Assembly. A working group of members of the management committee of the Global Programme on AIDS had visited UNDP, UNFPA, UNICEF, UNESCO and the World Bank and had found that collaboration among the organizations of the United Nations system was still insufficient. It was important that such

collaboration should be enhanced, particularly with regard to the procurement and supply of condoms. The Executive Director had mentioned in her report that a questionnaire on AIDS had been sent to all field offices, and he wondered whether it was correct that the results of that survey had just been published.

4. Mr. NGUYEN LUONG (Observer for Viet Nam) said that, with the implementation of its third country programme, Viet Nam had become the third largest recipient in volume terms of UNFPA assistance.

5. His delegation agreed with the importance the Executive Director of UNFPA accorded to activities in the area of information, education and communication (IEC). It had become essential to identify the population groups to which such activities and family planning should be directed, if the national programme was to be supported by public opinion and the country itself was to play a part in its implementation.

6. The collaborative activities between UNICEF and UNFPA were most welcome, as was the collaborative approach between those two organizations and WHO, WFP and certain NGOs engaged in maternal and child primary health-care activities. In Viet Nam, that collaboration had been extended to other organizations with the same objectives and had produced tangible results.

7. With its guidelines on national execution (DP/1992/29), UNFPA was in the forefront of United Nations organs in promoting self-reliance in the recipient countries and their capacity to manage and implement projects. The Executive Director rightly stated that the degree of a Government's commitment to its population policy and programme was often a decisive factor in national execution, and that such commitment was demonstrated by the quality and status of the staff assigned to project execution and the active involvement of all participating national institutions over the life of the project. His delegation fully endorsed the policy and operational guidelines on national execution adopted by the Fund, especially the need to involve the local population at the project-design stage and the help to be given to national officials to enable them to master procedures which had frequently proved too complex for them.

8. Mrs. ABBAS (Pakistan) said that the report on the State of World Population 1992 was both important and timely in the light of the forthcoming United Nations Conference on Environment and Development (UNCED) at Rio de Janeiro, because of its clear emphasis on the link between environmental stress, population increase, poverty and the role of women. In 1994, the United Nations Conference on Population and Development would give the international community an opportunity to assess the progress achieved since the first conference on the subject, held at Mexico City 20 years previously. However, the preparatory work for the 1994 Conference should be given more time and thought than had been devoted to UNCED.

9. In her introductory statement, the Executive Director of UNFPA had made a compelling case for more funding: Germany and Norway had already been won over and her delegation thanked them for their contributions. Her own Government, despite its current economic difficulties, had decided to increase

its contribution. However, in spite of their encouraging policy statements, most members of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) had not yet followed up their pledges. Nevertheless, a number of positive developments, such as the strengthening of collaboration between UNICEF and UNFPA, were especially encouraging from the point of view of aid coordination and development cooperation.

10. Her Government had finally decided to give its full support to the family-planning programme with a view to reducing its population growth rate from 3.1 per cent to 2.5 per cent by the end of the decade. The eighth five-year plan (1993 to 1998) envisaged extending the availability of family planning services to 80 per cent of the population, from the current 20 per cent, involving a sevenfold increase in expenditure, just when USAID contributions were coming to an end. Greater donor funding would therefore be required, not only to fill the gap but also to meet the planned acceleration of the programme. In October-November 1991, a programme review and strategy development (PRSD) mission from UNFPA had visited her country to assess, in consultation with her Government, the needs, priorities and strategies for the formulation of the Pakistan country programme for the period 1993-1998. In particular, the UNFPA mission had studied the country's contraceptive and management requirements with a view to determining the sources and amount of assistance for the next five years, and to assure aid coordination.

11. Mr. RIFAAH EL TAHTAWI (Observer for Egypt) said that UNFPA had achieved very positive results in 1991 and his delegation unreservedly endorsed the plans and proposals put forward by the Executive Director.

12. The achievements recorded for Egypt were far from negligible: the population growth rate had been reduced to 2.2 per cent and, although that figure was still rather high, his Government was pleased with its downward trend. A large number of agencies had helped Egypt obtain those results and to promote education for women. Furthermore, within the framework of the preparatory arrangements for the 1994 Conference on Population and Development, his Government had organized a seminar on population programmes and policies. It intended to continue its active preparations for the Conference, which it hoped to be able to host.

13. Mr. MORALES-CARBALLO (Cuba) said that he, too, thought that UNFPA had struck a very positive balance and that many of the programmes being implemented by the Fund would henceforth be reflected in those of other bodies. It was all the more regrettable, therefore, that the level of financial contributions remained below requirements. Many recipient countries, which had even experienced a reduction in the ceiling of resources, were extremely concerned by the situation. That was certainly the case with Cuba, where the authorities were actively supporting a family-planning programme and would shortly be marketing oral and injectable contraceptives.

14. Mr. SENE (Observer for Senegal) welcomed the priority given to population problems on the agenda, since demographic expansion had become a serious challenge to development in some regions. In a number of countries, population pressures were intensifying soil degradation and leading to water pollution, unbridled deforestation, a flight from the land and emigration.

That, in turn, caused anarchic urban expansion: ribbon shantytown development, a total absence of hygiene, pollution of the air and water, malnutrition among children, drug addiction, endemic disease and violence. Those and other plagues, which jeopardized both development and protection of the environment, could be eliminated only if the countries concerned took steps to reduce their birth rates.

15. As pointed out by the Southern Commission in its report, such measures had to form an integral part of the campaign against poverty, so as to ensure that the poor were no longer obliged to adopt survival strategies which induced them to have children for whom they could not provide. The countries of the South would have to commit themselves to ensuring that a small family became the norm. That was a problem which touched on deep-seated human feelings, cultural traditions, beliefs dating back thousands of years and the mystery of creation itself.

16. The real needs of the modern world could not be separated from the dignity of the human person, basic human rights, the advance of democracy and the preservation of an ecological balance, in short a durable development of peoples everywhere, with emphasis on their historic continuity. The measures taken by UNFPA in that field were to be commended. His Government intended to implement a global programme aimed at harmonizing population expansion and increased production. The specific aims of that programme were to reduce infant mortality, promote family planning and a better integration of women in development, establish a population information and education system and extend the period of primary education, especially for girls.

17. He was grateful to all the donor countries for the assistance provided in strengthening health services, training health-education staff in demographic problems and coordinating population activities. He also welcomed the part played by UNFPA in Africa, in the implementation of both the United Nations Programme of Action for African Economic Recovery and Development (UNPAAERD) and the Regional Assistance Project for an Information Network on Population (POPIN-AFRICA). The Conference on African development held in Paris in 1991 and sponsored by UNFPA, the World Bank and the French Government, which had taken place against the background of a rapid population expansion, had also been of great value in enabling many representatives of African countries to exchange relevant experience with specialists from other regions of the world.

18. It would be of interest to know what steps UNFPA intended to take to promote cooperation between the developing countries in the implemenation of national population programmes.

Successor arrangements for agency support costs (DP/1992/30) (continued)

Guidelines on national execution (DP/1992/29) (continued)

19. Mr. MUKAI (Japan) said that it was essential that the new UNFPA successor support cost arrangements, in particular the establishment of technical support service teams to facilitate the achievement of the Fund's aims, should be implemented harmoniously. It was his understanding that such teams would

have been established in a number of countries by the end of 1992, and he would like to know what criteria had been adopted for their selection and how their activities would be supervised.

20. Ms. MAINS (Canada) said that the management structure envisaged for the new UNFPA successor support cost arrangements (DP/1992/30) left a great deal to be desired and the proposed Inter-Agency Task Force was not perhaps the best solution. UNFPA had, of course, endeavoured to build on its long-established cooperation with the specialized agencies. It was also true that the composition of the teams would change over time with the changes in needs and that the operational machinery would be refined. However, UNFPA had to be in a position to manage those teams, since it was UNFPA, not the specialized agencies, which was accountable for the results. In view of the need for clear accountability, the team leader should, in all cases, be a UNFPA staff member, with a strong mandate to manage and supervise the team. It was difficult to see how the technical quality of the team members could be evaluated by the headquarters of the organization to which they belonged or by a specially constituted task force; such an arrangement would be particularly costly in terms of communication and travel costs. She shared the view of the United States delegation with regard to the proposed composition of the teams, namely, that the sociocultural dimension should be part and parcel of the professional knowledge and experience of all technical support professionals. She was astonished, incidentally, that UNFPA should need forestry and fisheries expertise, and wondered why maternal and child health and family planning (MCH/FP) came only in second place, after IEC, when the family-planning delivery service should undoubtedly have been given priority.

21. The technical support services teams would cost $89 million over the next three years, over and above the regular administrative costs of UNFPA. The Executive Director should accordingly refine the proposed management structure further and report back to the Governing Council at its fortieth session. It would also be of great interest to know of the findings of the independent evaluation, which were to be submitted to the Council at its forty-second session.

22. Mr. MOYE (United Kingdom of Great Britain and Northern Ireland) said that, first of all, he would complete the comments made by his delegation at the previous meeting on the new successor support cost arrangements. The new system described in document DP/1992/30 was a clear improvement on the previous one, and UNFPA and the other organizations concerned were to be congratulated on the progress made in that respect. The new arrangements might, however, be difficult to apply, in view of their complexity and the many elements involved. He had been pleased to note that each country or country office would be invited both to prepare a work plan on the technical support required and to monitor the follow-up to the advice given by the teams. His Government hoped that the new machinery would improve the services rendered by the executing agencies; if not, UNFPA should consider having recourse to other organizations.

23. He reaffirmed the importance of institutional development in connection with the competence of the members of technical support teams, a field in which the United Nations had not yet acquired sufficient know-how; UNFPA would need to pay particular attention to that problem. His delegation was also

concerned that the work of the teams might be delayed by UNFPA's lack of resources. In view of the fact that 35 expert posts in those teams had been provided for information, education and communication and only 26 for maternal and child health and family planning, it was to be hoped that the latter activities would not be neglected. It would be of interest, in connection with the posts earmarked at the headquarters of organizations and in regional commissions, to know whether UNFPA's efforts had in fact been successful in making those organizations aware of population problems. The evaluations made to date appeared to indicate that that was not always the case.

24. He had read with satisfaction the report on national execution (DP/1992/29). Greater attention should, however, have been paid in the guidelines to the competence required to determine whether a particular institution was capable of executing a given programme. The report rightly emphasized that the success of national execution might indicate the importance which the Government in question attached to population programmes. It had, nevertheless, to be recognized that, where adequate resources were not available for the execution of the programmes or where the latter had been entrusted to third organizations, the way in which the latter performed their tasks could again be a determining factor: if it were less than satisfactory, it could give Governments the impression that questions relating to population were of minor importance only. The report contained a number of suggestions regarding improvements that might be made; it was to be hoped that they would be put into practice.

25. Experience had shown that the programme review and strategy development (PRSD) exercises mentioned in the same report, varied in quality. A better knowledge of the process was not enough: some direction was needed to improve the standards applied. He had been pleased to note that UNFPA's Evaluation Division had participated in a number of such PRSD missions and in the evaluation of activities at country level. He was also pleased to note the proposal that, in future evaluations, account would be taken of the quality of care provided in MCH/FP programmes.

26. Ms. PRADEL (Germany), having congratulated the Executive Director on her detailed report on UNFPA's new support cost arrangements, said she shared some of the concerns expressed, particularly by the delegations of Canada and the United Kingdom.

27. In the field of technical competence, although the report indicated that national capacity had been taken into account in the deployment of experts in the technical support service teams, there might be some question as to the appropriateness of allocating only 26 posts out of a total of 120, to the MCH/FP sector, while more academic sectors, such as policy formulation and the collection of basic data, would have 41. She wondered whether such a division was really consistent with UNFPA's mandate and with the availability of national capacity, as the report indicated. In Africa, for example, where MCH/FP programmes did not seem to be fully operational as things stood, UNFPA had provided for only 12 team members in that area. Her delegation also wondered whether UNFPA had taken sufficient account of the building-up of national capacity in estimating needs in the field of contraception and the production of contraceptives.

28. In the field of population-policy formulation, evaluation and implementation, with 29 experts, only one specialist had been assigned to population distribution, migration and urganization: that seemd quite inadequate given the scope of the migration problem. UNFPA might well be required to play a primary role in that field in the future.

29. Another question related to flexibility: the appointment of experts on long-term contracts was contrary to the objective sought because that would render it more difficult to respond to new needs which might appear in one new sector or another. She would like to have details regarding the length of the assignments of team leaders and members.

30. Her delegation welcomed the inclusion of the sociocultural dimension. Only two persons were, however, to have specific responsibility for that sector. It would be useful therefore if the results of their work could benefit all the teams.

31. She also welcomed the fact that UNFPA was considering engaging nine persons for programmes dealing with women, population and development. In that connection, she asked what the distribution by sex of the 164 planned specialists would be. Without wishing to recommend a specific quota for women employees, she hoped that the manning table would include approximately 50 per cent of women.

32. The geographical location of the teams seemed reasonable. However, when the Governing Council had requested UNFPA the previous year to locate its teams contiguous with its country offices or other existing United Nations facilities, the intention had been to use as far as possible the same premises with a view to producing synergetic effects and reducing administrative costs.

33. The functions and working and hierarchical relationships of the team members seemed to be well defined. But the complexity of those arrangements would imply that their operation should be closely monitored. The report did not indicate clearly whether the team leaders would be UNFPA staff members or officials of the organizations concerned. Her delegation would prefer that they should be UNFPA staff members so that they would report to the Fund. In that case, their remuneration should be imputed not to support costs but to the administrative budget of UNFPA.

34. She inquired to whom team members assigned to the various organizations would report. She strongly endorsed the proposal that the Executive Director of UNFPA should be given the main responsibility for the arrangements and assumed that organizations such as the United Nations would unreservedly accept it. In conclusion, she inquired whether it would be possible to amalgamate in some way or another the many reports planned so that the teams could devote more time to their basic work.

35. Mr. YUAN Shaofu (China) said he welcomed the work done by UNFPA on the recruitment of experts, in accordance with the decisions taken by the Governing Council, the previous year. He hoped that the establishment of regional consultative groups would strengthen the support services provided by UNFPA and that qualified experts from developing countries would be recruited in greater numbers.

36. The competence of the team members was very important. Consequently, in the recruitment, priority should be given to quality. In the view of his delegation, experienced teams had a decisive role to play in improving the quality of the services made available to developing countries. Recipient countries were, in that respect, the best placed to evaluate the type of services they needed: it was thus for their Governments, or the directors of external affairs offices, to make proposals on the matter. They should also express their views during the missions carried out by the teams whose work was primarily designed to assist their developing country partners to enhace their know-how with a view to gradually taking over the implementation of programmes.

37. In connection with the guidelines for national execution, his delegation had taken note of the difficulties that had been encountered. Currently, however, the main obstacle to promoting national implementation was the lack of funds. Resources were necessary, particularly for staff training. In that connection, it would be desirable for UNFPA, like UNDP, to release funds from its overhead expenses in order to ensure the proper operation of national execution: such a formula would make it possible to achieve substantial economies by comparison with the cost of programme implementation by third parties.

38. Mr. RADE (Netherlands) said that his delegation endorsed in general the UNFPA approach concerning both the new support-costs arrangements and national execution.

39. In connection with the new arrangements, it seemed that the Fund was firmly on track in applying the decisions taken by the Governing Council the previous year, but he would like to have some clarifications on that issue. Firstly, he wondered why one of the teams for Africa did not include any expert on programmes concerning women, population and development and whether the team in question would be able to call upon the assistance of other regional teams in that area. Secondly, the role which the non-governmental organizations were to play in the new structure was not clear, although they were a possible source of technical assistance. He would also like to know to what extent teams would draw on the experience and undoubted knowledge of the NGOs. Thirdly, it would be desirable to obtain details on the cooperation between UNFPA and other organizations of the United Nations system. He wondered whether all the problems which seemed to have arisen in that field, particularly in ESCAP, had been resolved.

40. He wished once more to stress that, in the final analysis, the tasks of the teams should essentially be implemented by the Governments themselves, inasmuch as national execution continued to be the final objective. Teams should bear that in mind, therefore, when they advised the Governments of recipient countries and should not impede the strengthening of the national-execution modalities.

41. The issue of national execution was an extremely important one and would doubtless remain so for the years to come. It was imperative to continue to enhance the role of recipient countries in programme execution and accordingly to be constantly alert to problems which arose in that field. His delegation

knew that UNFPA was aware of that consideration and approved the prudence displayed by the Fund in deciding whether, bearing local capacity in mind, a particular programme should be executed by national agencies. It seemed, however, that it had been excessively faint-hearted since, according to the available financial statistics, the share of projects executed by Governments appeared to have fallen between 1990 and 1991. An explanation on that point was needed.

42. Mr. van ARENDONK (Deputy Executive Director (Programme), UNFPA), replying to the questions asked by delegations, said, with regard to the new UNFPA support cost arrangements, that the technical support services team system was, perhaps, a complex one but it was much more rational and coherent than its predecessor. UNFPA had prepared draft guidelines which clearly stated: (a) that country directors played the principal role in determining the request for technical assistance; (b) that the team leader was responsible for the preparation of the team's plan of work; (c) that UNFPA intervened directly in team functicning and management (team leaders were UNFPA staff members, but their posts were financed by programme resources); and (d) that the Fund, in its role as chairman of the Inter-Agency Task Force, played a direct role in the selection of fields of technical assistance, job descriptions and the appointment of all team members. The role of the specialized agencies was to ensure the transfer of know-how and technical information to the teams. It was true, as had been stated by the representative of the United Kingdom, that the population element was isolated in certain institutions, but efforts were currently being made to remedy that problem. It was essential to ensure that the new arrangments were cooperative ones.

43. In reply to the questions by the Japanese delegation, he said that team leaders were classified at the D-1 and D-2 levels, but that recruitment was at the D-1 level. To be selected, candidates had to have an extremely thorough training, and considerable experience in the population field, to be good managers and to understand human relations. Endeavours were also made to recruit persons with experience of the United Nations system and to ensure a degree of balance between the sexes and between geographical regions.

44. Replying to the Canadian delegation, he observed that, while the system was supervised by the Inter-Agency Task Force, it was UNFPA which ensured its coordination and management and took the decisions. Furthermore, the Fund attached considerable importance to the sociocultural aspects and team leaders had received intensive training in that regard. Team members were also made aware of those issues. Lastly, the reason why provision was made for experts in forestry and fisheries, posts that would be assigned to FAO headquarters, was that an effort was being made to incorporate into that field of activity the population element, which would make it possible to reach a large segment of the population that had hitherto been neglected.

45. If more experts in IEC had been envisaged than experts in MCH/FP, that was because IEC activities were very inadequate in all the regions and because it was essential to inform the population about the importance of family planning, available services, etc., if the population programmes were to be effective. That being said, the composition of the teams should be flexible to make it possible to adapt to changes in requirements. Consequently, the contracts of the team members did not exceed two years.

46. He assured the representative of the United Kingdom that, if an agency failed to perform satisfactorily, the Fund would do without its services, and he recognized that financial constraints might delay the deployment of teams. He agreed with the delegation of Germany on the issue of experts on population distribution and migration and said that UNFPA had not yet defined precisely its role in that field. As to the problem of the local production of contraceptives, the Fund would make use of the services of PATH, with which it had concluded an ad hoc arrangement. The question of women should indeed be given priority, and it was provided that all team members would take it into account. Furthermore, the new arrangements had been the subject of an agreement signed between UNFPA and the agencies.

47. Replying to the representative of the Netherlands, he said that the teams should not be isolated and that they were encouraged to exchange their skills with one another. The Fund intended to integrate the NGOs into the teams, but it was still at the stage of making contacts. Lastly, with regard to cooperation with the rest of the United Nations system, particularly ESCAP, all the problems had been resolved. As for the deployment of the teams, an effort was being made, to the extent that space was available, to instal them in premises of the United Nations system, and preferably in UNDP/UNFPA premises.

48. Passing to the question of national execution, he said he wished, first of all, to inform the delegation of China that it was not the Fund's policy to take responsibility for overhead costs within the framework of national execution. As for the decline in national execution, he pointed out that, in fact, the trend was upwards, if a comparison was made not of the past two years but of longer periods.

49. Ms. PRADEL (Germany), noting that the team leaders were UNFPA staff members, wondered whether it was appropriate to use the programme's resources to fund eight new D-1 posts. In addition, she reverted to the question of the number of experts in MCH/FP which she had compared, in particular, with the much greater number of data-collection and population-dynamics experts, deploring the decline in MCH/FP, which was already apparent in the annual report.

50. Mr. van ARENDONK (Deputy Executive Director (Programme), UNFPA) said he thought that it was more appropriate to fund the posts of team leaders from programme resources than use the administrative budget, since they were programme arrangements. He recognized, however, that the matter called for more thorough examination. As for the small proportion of experts in MCH/FP, that was the case mainly in Africa, where the need for population data was considerable.

Periodic report on evaluation (DP/1992/25) (continued)

51. Ms. MAINS (Canada) said that she would welcome some information on project evaluation. In the first place, she was not certain that it was economic to evaluate every single project and, secondly, she wondered whether the definition of evaluation used in the report was that which her delegation used. Moreover, an executing agency should not be entrusted with project

evaluation, since the evaluation of an executing agency's performance was an integral part of project evaluation and an agency could not evaluate itself. Furthermore, IEC activities would absorb a considerable part of UNFPA resources and specialists in that type of activity would in principle be the largest component within technical support teams. UNFPA should undertake thematic evaluations in that sector at the earliest possible opportunity.

52. Ms. SCHJERVEN (Norway), noting that the quality of the evaluations did not match the increase in their quantity, regretted that the periodic report on evaluation did not deal with the usefulness of UNFPA's evaluation system and the evaluations themselves. It seemed that the solution to the problem did not lie solely in training and that the system itself had to be changed. It would have been useful to have some details on the interaction between those responsible for the evaluations, on the one hand, and local experts and Government representatives, on the other.

53. PRSD was an ambitious system which sought to be comprehensive to the detriment of selectivity. It would, perhaps, be preferable to devote more time to a limited number of major issues. Furthermore, it seemed relevant to raise the question of cost effectiveness and the usefulness of the exercise for the countries concerned.

54. Her delegation endorsed the comparative thematic evaluations proposed for the next cycle. The proposed themes were relevant and important, provided that the analytical framework was well defined, but the question of sustainability needed to be considered. In general, UNFPA should concentrate on areas within its expertise.

55. Ms. MAGUIRE (United States of America) commended UNFPA on the positive steps it had taken in evaluation and, in particular, towards integrating evaluation into its programme review and strategy development process (PRSD) requiring the Programme Committee and Project Review Committee to use evauation results in their reviews, and focusing independent, in-depth evaluations on comparative and thematic issues.

56. The issues posed for future evaluations in the MCH/FP area were of special interest to USAID, which would like to be able to share its experience in those fields and to be informed of the results of the evaluations. USAID had recently launched a project intended to develop improved approaches for evaluating the impact of family-planning programmes which, apart from its direct usefulness, could contribute more broadly to other evaluation activities. She looked forward to maintaining close contacts with UNFPA on evaluation issues.

57. Mr. MUKAI (Japan) said that he was very satisfied with the evaluation activities of UNFPA, in particular the strengthening of the PRSD exercises. His delegation had participated in the mission to Pakistan in 1991 and intended to take part in other missions in 1992.

58. Mr. SINGH (Director, Technical and Evaluation Division, UNFPA) replying to questions asked during the discussion on evaluation, said, with regard to the impact of evaluation referred to by the representative of Malaysia, that

UNFPA was supporting a major study on national family-planning programmes and their impact, the results of which would, he hoped, be published shortly. It was more complex to evaluate the sustainability of projects and programmes, since that required an evaluation of national inputs and their evolution, a long-term projection study of international assistance and an evaluation of the probable contribution of the public and private sectors.

59. Replying to a question by the Canadian delegation, he said that, while only certain more complex or more important projects required independent evaluation, all projects could be the subject of at least an internal evaluation. He recognized that the evaluation of the IEC component was highly inadequate, since the method used in that field was not yet perfected. In order to improve the quality of the evaluations made within the framework of PRSD, UNFPA was seeking to secure the participation of qualified persons and consultants to assist national experts and local personnel.

60. In response to the Norwegian delegation, he said he hoped that increasing use would be made of the evaluation results of national programmes in order to elaborate their future programmes directly, while leaving sufficient time in the interim to take account of the lessons learnt. Lastly, recalling that UNFPA had already collaborated with USAID, he assured the representative of the United States that the Fund was fully prepared to cooperate with it in the evaluation field.

Collaborative programming activities of UNICEF and UNFPA (DP/1992/28)

61. Ms. SADIK (Executive Director, United Nations Population Fund), introducing the joint UNICEF and UNFPA report on their collaborative programming activities (DP/1992/28), said that the collaboration also involved other organizations such as WHO or certain NGOs and strengthened coordination efforts at the level of both the resident coordinators and the Joint Consultative Group on Policy.

62. As could be seen from the document under consideration, the collaboration between UNICEF and UNDP was developing and becoming an integral part of the programming process of each of the two organizations. They had agreed to strengthen that trend by drawing up guidelines making it possible to study systematically the common components of their programming and country programme support. The collaboration between UNICEF and UNFPA was facilitated by various factors connected with the policies of the organizations themselves, but especially through the existence of a national sectoral strategy which helped to ensure the coherence of the inputs of all donors. However, the differences between the two organizations in terms of the number of field staff and the size of their programmes, which were sometimes considerable, made it necessary to evaluate realistically the potential scope of the joint activities, at least so long as all Governments had not accorded high priority to coordination.

63. The main area of joint action by the Fund and UNICEF was that of MCH/FP, where their efforts would be focused on support to Governments which wished to elaborate a general strategy in that area, on integrated services at the community level and on the training of health personnel; the aim was to

support both national-action programmes established as a follow-up to the World Summit for Children and the national population programmes aimed at achieving the objectives of the Amsterdam Declaration. Similarly, UNICEF had agreed to UNFPA's participation in the new version of the publication Facts for Life. In all countries, there would be much to gain by strengthening the joint action of the two organizations, and UNFPA was determined to assume fully its role in that undertaking.

64. Mr. JOLLY (Deputy Executive Director (Programmes), United Nations Children's Fund) said that the inherent advantages of UNICEF AND UNFPA collaboration derived from the complementarity, reaffirmed at the World Summit for Children in 1990, between maternal and child health and family planning. While there might sometimes have been doubts in that regard, UNICEF had, from the early 1980s, made birth spacing and family planning one of its six areas of priority for child survival and development.

65. The joint report was much more than a headquarters policy review and, above all, provided an opportunity to discuss specific measures, give examples of successful collaboration, draw lessons and identify the difficulties encountered, such as those mentioned by the Executive Director of UNFPA regarding differences in structure. In his view, genuine collaboration began by mobilizing to achieve common goals, not by forcing together structures designed for different purposes, and he was pleased to see the many overlaps between the goals set by the Amsterdam Declaration and the World Summit for Children with respect to health, birth spacing, children and women. UNICEF and UNFPA were committed to systematizing their collaboration and building it into their country programmes when they were being formulated. Equally important was increased participation by each organization in all stages of the other's programming process.

66. Concerning other areas in which positive collaboration had been established, he wished to mention support for the role of women in development and the activities carried out in that field, including the publication The World's Women 1970-1990, of which more than 25,000 copies had been sold; common work under the "Girl Child" programme, dealing with an often misunderstood but fundamental aspect of efforts to prevent gender discrimination; UNFPA participation in UNICEF/WHO missions to the former Soviet Union, which had focused on family planning as a neglected but important point of health measures to be undertaken in that country; and participation at the country and global levels in information, education and communication programmes, with UNFPA becoming a partner in the most widely disseminated United Nations publication Facts for Life. UNICEF and UNFPA collaboration clearly showed how to move forward in restoring human priorities and long-term development objectives to a central role in national and international policy.

67. Mr. MOYE (United Kingdom) said he hoped that the active collaboration, of which many examples were given in the report under consideration, would be lasting and continue to develop. Collaborative efforts at the country level were certainly vital, but the report dwelt perhaps a little too much on the most noteworthy successes, whereas a great deal still remained to be accomplished. It might be useful to have indicators to measure the results of

collaboration and to set up a joint committee for the two organizations of the kind that already existed with UNESCO and WHO. In any event it would be a good idea to submit a new report in two years' time. Lastly, his delegation strongly endorsed the message in paragraph 73 (j) of the report and believed that one reason why bilateral or multilateral donor organizations were not more interested in coordination was that that was not a key element in assessing staff performance.

68. Mr. MUKAI (Japan) said that his delegation appreciated UNFPA's efforts to promote cooperation with UNICEF, UNDP, WHO and the World Bank. Such cooperation must also develop in the field. UNFPA could, perhaps, make greater use of the expertise of UNICEF regional offices.

69. Ms. MAGUIRE (United States of America) said that, while collaboration between UNICEF and UNFPA was clearly desirable, her delegation was more particularly interested in the efforts to develop implementation-oriented initiatives at the country level, where collaboration surely had the greatest impact on development. Her delegation would therefore like a further report on such collaborative activities, their impact and the lessons learned from them to be submitted to the Council at a future session. Lastly, her delegation commended UNICEF for its strong statement in favour of birth planning in its report on the State of the World's Children 1992 and urged it to give high priority to family-planning activities in its future programmes.

70. Mr. BROUWERS (Netherlands) said he was pleased to see that UNICEF was resuming its activities in the area of family planning, presumably influenced by the World Summit for Children. Close collaboration between UNICEF, UNFPA and WHO was essential in view of the common elements in the mandates and goals of the three organizations and because part of the services they provided involved primary health care. The document under consideration showed that collaboration in that field had begun quite spontaneously. It was essential for each organization to participate in the programming of the other's activities. Joint project execution was not necessarily worthwhile in all cases, and UNICEF and UNFPA could sometimes each make a contribution of its own. In any event, it was in the field that collaboration had to be carried out effectively. As indicated in paragraphs 72 and 73 of the report, all donors needed to collaborate with Governments in the field. Closer collaboration between UNICEF and UNFPA could set an example for other donors. His delegation endorsed the measures proposed to strengthen collaborative efforts in the future (section V of the report) and intended to address those matters in greater detail when the Executive Board of UNICEF examined the question of family planning at its next session.

71. Mr. JOLLY (Deputy Executive Director (Programmes), United Nations Children's Fund), responding to the questions and comments by delegations, said he agreed that indicators relating to UNICEF and UNFPA collaboration would be useful and hoped that the idea could be given a concrete form once it had been examined by the deliberative bodies of the two organizations. The report under consideration did not limit itself to the most successful examples of collaboration and some programmes involving very close collaborative efforts, for example to combat AIDS in Africa, had not been given enough emphasis. The joint consultative groups were composed of members

of the governing bodies, and not of the secretariats, since it was the role of the former to harmonize policies. At the secretariat level, there was already a large UNFPA/UNICEF/WHO tripartite body, which had met every six months over the past four years. The idea of preparing a further report on collaboration between the two organizations was an excellent one, and the United Kingdom delegation could raise that matter at the next session of the UNICEF Executive Board. With regard to taking account of collaborative efforts in the assessment of staff performance, the organizations of the United Nations system always stressed the capacity for team building, particularly in the case of senior staff members.

72. The Japanese delegation had spoken the previous day of "compatible" collaboration. It was precisely the concept of compatibility that explained the development of collaboration between UNICEF and UNFPA. The observation concerning UNICEF's regional offices raised a structural problem, since those offices were no longer as large as they had previously been and most regional advisers currently worked in the country offices. It would be preferable, therefore, to rely more on those offices. Regarding the comments made by the United States delegation, the last section of the State of the World's Children 1992 report dealt with the complex relationship between child survival and development and the lowering of fertility rates. It was generally agreed that those two aspects went together. Undertaking more joint actions was certainly necessary, but account had also to be taken of both the complementarity and the specificity of the two organizations. The Netherlands delegation's observation perhaps showed that UNICEF's message - on the crucial importance of birth spacing and family planning - had not been brought home with enough clarity.

Work plan for 1993-1996 and request for programme expenditure authority (DP/1992/26)

Status of financial implementation of Governing Council-approved country programmes and projects (DP/1992/27)

73. Mr. KITATANI (Deputy Executive Director (Policy and Administration), UNFPA) introduced the two documents relating to the Fund's financial situation, which had been prepared on the basis of preliminary financial data for 1991, the only data available at the time of compilation. Final figures had since become available for UNFPA's income, allocations and expenditures in 1991. Those were the figures shown in the annual financial review, 1991 (DP/1992/32), and UNFPA had also distributed an information note updating the figures for the work plan. In his statement, he would refer to the final and not the preliminary figures.

74. Dealing first with the work plan for 1993-1996 (DP/1992/26), he recalled that, as already indicated by the Executive Director, UNFPA's income had been lower than expected in 1991: it had risen by 5.5 per cent instead of the 12 per cent or so that had been expected, leaving a shortfall of $14 million. That shortfall, due mainly to the strengthening of the United States dollar, would have been even larger if the Governments of Norway and the Netherlands had not made supplementary contributions at the end of 1991 totalling $6.5 million.

75. In order to mitigate the effects of the shortfall on the Fund's programme in 1991, the UNFPA management had taken steps to reduce operational costs by $9 million. There remained an overexpenditure of $5.5 million as a charge against the resources for 1992, but that would probably be cut back to about $4 million if the Fund succeeded, as hoped, in reducing the approved administrative budget for 1992 by $1 to 2 million.

76. In addition, UNFPA had decided to adopt a more conservative approach to resource planning, and the estimated increases for each of the four years of the work plan had been reduced from 10 to 8 per cent. The income assumption for 1993-1996 was currently $1.1 billion, or $100 million less than had been estimated in 1991 for the period 1992-1995. There had been a similar reduction in estimated programmable resources from $965 million for 1992-1995 to $865 million for 1993-1996.

77. Turning to the report on the utilization of resources allocated to UNFPA country programmes and projects approved by the Governing Council (DP/1992/27), he said that the total balance of UNFPA commitments for country programmes was currently about $325 million. The 31 new programmes submitted to the Council for approval together represented a commitment of some $225 million and, if approved, would bring the Fund's total commitments to $550 million. Up to the end of 1990, UNFPA had always been able to make resources available as required for the implementation of country programmes. However, the country programmes submitted to the Council in 1991 and those being submitted in 1992 represented fairly significant amounts that had already been communicated to the respective Governments but might no longer correspond to the more conservative approach recently decided on by the Fund. He wished to make that clear in order to avoid any disruption of programmes or disappointment in the recipient countries.

The meeting rose at 1.15 p.m.